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AUTHOR Grittner, Frank M.
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ABSTRACT

One of ten studies commissioned to investigate research needs and to stimulate planning activities, this paper identifies and summarizes key issues within the area of second language teaching. The discussion is developed in three main sections: (1) a summary of research efforts from 1960-1980; (2) identification of research gaps; and (3) statement of priorities in relation to National Institute of Education (NIE) functions, and suggestions for involvement of interested constituencies. The first part notes the attention during the 1960s to program development and research on foreign language teacher quality, audiolingual methods, and certification standards. During the 1970s attention shifted to bilingual education. Section two notes gaps in research in optimum program models, certification programs, effectiveness and evaluation of teaching strategies, curricula and instructional materials, and the relation between bilingual instruction and pupil self-concept. Finally, recommendations are made to promote research on characteristics of effective language teachers, teacher background, pre-service and in-service models of teacher training, notional-functional curricula, elementary school foreign language programs, renewing and maintaining second language skills, evaluation of media for second language learners, and inter-agency cooperation. (Author/AMH)

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TEACHING ISSUES IN FOREIGN LANGUAGE EDUCATION: CURRENT STATUS AND FUTURE DIRECTIONS FOR RESEARCH

by

Frank M. Grittner, Supervisor
Second Language Education
Department of Public Instruction
125 S. Webster Street
Madison, WI 53702
608/266-3079

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Introduction

Over the past 20 years, the foreign language teaching profession has undergone a series of traumatic changes in virtually every area relating to the profession. In the mid 1950s, enrollments in foreign languages in secondary schools and in colleges and universities were at a historic low. In fact, professional interest in foreign languages was at such a low ebb that even basic enrollment data were unavailable. As for basic research or program development, virtually nothing was being done. After the launching of the Russian Sputnik in 1957, national attention suddenly became focused on certain subject areas including foreign languages. Then came the National Defense Education Act (NDEA) which funded not only enrollment studies but also a wide variety of research, development, and dissemination projects under the various titles of the Act. As foreign languages came increasingly into the spotlight, foundation money was added to the NDEA funds. Much of the money was spent for activities relating to teaching the foreign language, to the preservice and inservice training of teachers, to the development of curricula, and even to the preparation of specific materials intended to improve the teaching and learning of foreign languages. Despite the two decades of attention to foreign languages, there is considerable evidence that all is not well either in the area of foreign language teaching or in the teaching of international studies (Perkins, 1980). However, unlike the situation which existed after the Sputnik launching, considerable information was available to the Presidential Committee when they prepared their report, Strength Through Wisdom: A Critique of U.S. Capability, which was submitted

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to President Carter on October 15, 1979, by Commission Chairman, James A. Perkins. Based on the information they were able to examine within a year's period, Commission members made rather sweeping recommendations for the improvement of teacher education, inservice training of teachers, development of innovative curricula, the use of media in instructional programs, and the expansion of present day research efforts. They did not, however, go deeply into the summarization of existing knowledge with respect to foreign language teaching issues. It is hoped that this paper will provide additional information regarding the status of second language teaching while suggesting where information is lacking and where additional research and development should be directed.

I. A Summary of Existing Knowledge Relating to Teaching Issues in Foreign Language Education

A. Clientele: What Are the Characteristics of Foreign Language Teachers?

1. General Characteristics. Certain baseline data have been collected regarding the background and performance of foreign language teachers. From state and national surveys, we know that between 60 and 80 percent of all teachers are female. This varies with the language. German, Russian, and Latin tend to have more male teachers while French and Spanish approach the 80 percent female figure. A major nationwide survey of public and private school teachers was conducted in 1964 to determine such things as teaching load, academic background, semester hours in principal language taught, and professional activity including such things as attendance at summer institutes, summer graduate programs, foreign travel, and the like (Walsh, 1964).

2. Inadequacy of Preparation. In 1966, the Modern Language Association came forth with a master plan for improving the education of modern foreign language teachers stating in the introductory remarks that we "have been guilty of . . . regarding 'research' as our true vocation (while) sloughing off teaching and the preparation of teachers as necessary evils" (Axelrod, 1966). In that same year, an entire issue of the Modern Language Journal (October, 1966)

was devoted to the problems relating to the alleged inadequacy of preparation of teachers of modern foreign language. This publication was a cooperative effort involving The Modern Language Association, the National Association of State Directors of Teacher Education and Certification, and the National Federation of Modern Language Teachers Associations. Among the many issues dealt with in this publication were the following: certification by proficiency rather than the accumulation of credits, the use of placement and proficiency tests, the training of teachers for the elementary school (FLES), the overemphasis on literature in teacher education programs, and the need to incorporate more contemporary culture in programs for the preparation of teachers (Paquette, 1966). The editor of that special issue of the Modern Language Journal, F. A. Paquette, was highly critical of colleges and universities several years later for not having made adequate progress in the preparation of competent foreign language teachers (Paquette, 1969).

3. Teacher Characteristics and Student Achievement. In the late 1960s, the so-called Pennsylvania Study attempted to assess the competence of French and German teachers in Pennsylvania and to gather evidence regarding how those measures of competence correlated with the achievement of students. The results of this extensive study showed that there was no correlation between the competence of the teachers and the achievement of the students as measured by the various tests that were used (Smith and Berger, 1968; Smith and Baranyi, 1968).

4. Language versus Literature. During the 60s, there was strong evidence that, despite successful efforts to develop and market new audiolingually oriented curricula, the goal of learning to read and appreciate literature was still the priority at all instructional levels at the expense of language learning (Hocking, 1965). A contending argument had been that overall language skill was a necessary prerequisite to teaching literature

and that, therefore, teacher training and curricula should focus on the development of all language skills (Stockwell, 1962). Thus, language and literature were seen by some not to be in conflict with one another.

5. Social Forces and Language Teaching. Another commentator hypothesized that the problem could not be solved by better teacher education nor could the situation be improved through better curricula or methods of instruction. In his view, the problem lies deeper in that the American immigrant heritage has caused a rejection by the American people of other languages and other non-Anglo people (Turner, 1974). If true, this would put language teachers at odds with the society that supports them. Other studies suggest that the teachers' perceptions of what is important in the foreign language curriculum is at variance with what students, the general public, and the international business community perceive to be important (Arendt, 1979; Gallup, 1979). Some research has been conducted with regard to students ability to learn a second language in relation to cultural attitudinal factors. However, the impact of public attitudes toward teacher performance or the impact upon textbooks and curricula has not been examined systematically (Schumann, 1978).

6. Summary. In summary, literature tends to show a profession that is between 70 and 80 percent female, has an elitist orientation which tends toward the preparation of teachers of literature first and languages second, perceives the value of foreign languages differently from the way it is viewed by students and the general public, has a high percentage of teachers with low academic preparation, has a high proportion of members who have availed themselves of little or no inservice training since being certified, and has a majority of its members with no serious professional involvement in foreign language organizations. There is also evidence to suggest that the foreign

language classroom is characterized by passive students, repetitive drill work, mimic-memorization activities, teacher dominance, use of English rather than the foreign language, the learning of grammar rather than communicative skills, and excessive reliance upon the textbook (Nearhoof, 1970).

A more optimistic and updated report on the nature of the foreign language teacher both at the high school and college levels was presented in the 1980 Northeast Conference Report on the Status of the Profession. However, this report was limited to the northeast sector of the United States. Therefore, it is not possible to compare the findings with earlier reports drawn from the nation as a whole (Eddy, 1980).

Two other limitations of the Northeast Conference Report are the failure to include less commonly taught languages (e.g., Arabic, Chinese, Japanese) and the bias inherent in the Conference mailing list. Since a small percentage of foreign language teachers are members of foreign language associations and few attend foreign language conferences, the population would appear to be a stratified random sampling of a select group of high school and college teachers the large majority of whom are from the Northeast. The earlier MLA study reported by Walsh reached a major portion of foreign language teaching population nationwide by working through the various state educational agencies. Hence, although it left out higher education, it was more representative of the profession at the K-12 levels. However, the Northeast Conference Report does provide some interesting data on teacher characteristics and gives a model worth replicating if a more extensive study of foreign language teachers' characteristics is conducted. The study does confirm earlier findings of the predominance of female teachers below the college level. Higher education shows slightly more males. The study suggests that the average age of teachers is going up, that over 80 percent are happy with their work (all levels), that foreign travel is

common, that many have engaged in various specified types of inservice education, that most belong to a professional foreign language organization, and that nearly all are full-time foreign language teachers. It is highly unlikely that all of these attributes would be present in these proportions had the sampling been based on a general nationwide population. Certainly, low-enrollment states in the south and sparsely-population areas of the midwest and plains states with their many small schools would show different patterns from those reflected in the northeast where educational institutions tend to thousands rather than hundreds of students. No major national update on foreign language teacher characteristics has been done in over 15 years.

B. Certification and Training: How Are Foreign Language Teachers Prepared, Evaluated, and Licensed?

1. The Approved Program Approach. With a few exceptions, the approved program approach to certifying foreign language teachers (as well as teachers in other fields) has predominated. Until quite recently, this certification was carried on through each state educational agency. In recent years, however, a number of states have, under the pressure of teachers' unions and other interest groups, delegated the licensing to a board outside of the educational agency within the state. In either case, the basic procedure is to apply a set of standards to a college or university program which engages in the education of foreign language teachers and to review the implementation of those standards periodically through visits to the college or university.

2. Competency-Based Teacher Education. During the 1970s and beyond there was considerable pressure to certify on the basis of competency rather than upon the completion of work as specified in an approved program. This has raised considerable debate over the validity of standardized tests developed to measure the competence of teachers as

well as the use of other performance criteria. A related development was the attempt to apply an industrial type systems approach to the process of teacher education as a means of monitoring the progress of the teacher trainee toward full competency (Banathy, 1968). In some cases, these efforts were met with charges of dehumanization of the curriculum and of invasion of academic freedom.

3. Establishing Standards for Teaching Performance. To a certain degree, both the approved program and the competency-based approaches rely upon the specification of certain course work which, if successfully completed, is presumed to give the prospective teacher the necessary background to function in the classroom. With the approved program approach, it is assumed that the necessary quality control is exerted by the professor in the classroom, by the cooperating teacher in the school, and by the supervising professor from the school of education or the foreign language department who observes the student teacher's work during the period of student teaching in the schools. In both cases, certain criteria are generated as a means of passing judgment on the success or failure of the student teacher. One approach is to establish performance criteria by means of expert consensus. Over the last 20 years, state certification officials have published and periodically updated their standards for state approval of teacher education (NASDTEC, 1979). The Modern Language Association and other groups have also published and promoted the use of standards for the performance of "the excellent teacher" (MLA, 1957; Axelrod, 1966). Attempts have also been made to establish criteria by empirical studies of successful teacher performance. This so-called "process-product" approach has been attempted in a number of different ways. One investigator has used an interaction analysis system specifically adapted for observing foreign language teachers and measuring their success (Moskowitz, 1970; 1976). Another investigator employed a

time-interval recording system to focus on several identified teacher traits and their frequency of occurrence in the classroom (Bailey, 1977). One study focused sharply on students' achievement as it is associated with teacher performance over a five-month period. The investigators found that student achievement was greater in classes where teachers possessed certain characteristics in their background and employed certain techniques such as variety of drills, use of visual aids, spontaneity of presentation, divergence from the basic textbook material, and other techniques (Politzer and Weiss, 1969). Other investigators approached the problem by trying to identify which teaching behaviors, techniques, materials, groupings, and activities appear to keep students on-task, attentive, and involved in learning. Research in other disciplines showed that increased time-on-task is related to higher achievement. In the 1980s, there were attempts to replicate these studies within the foreign language field (Nerenz and Knop, 1981). A study of student-teacher interactions in third-year French classes conducted in the late 1960s had shown that the teacher does most of the talking, much of it in English, and that student responses, when they occur, are either in English or else are at the rote level (Nearhoof, 1970).

Although standards have been published for bilingual and ESL teacher certification programs, only a dozen states had established approved programs in bilingual teaching by 1978 and very few had clearly formalized ESL programs by that date.

C. Foreign Language Teacher Inservice, Supervision, and Recertification

1. Recertification and Inservice Programs. Toward the end of the 1970s, a trend toward eliminating lifetime certificates for teachers developed. In effect, this meant that new teachers would have to apply for recertification periodically (typically after a period of five years).

In addition, many of the nation's 16,000 school boards established policies which required all teachers to undergo periodic inservice training or to otherwise demonstrate professional improvement as a condition of continued employment in the local school system. This, in turn, has led to concern for determining the success of inservice activities in terms of student or teacher capabilities or both.

2. Teacher Supervision. A further concern which has been accentuated by the need for additional inservice efforts relates to the question of supervision. There are those who believe that teaching can be significantly improved through careful supervision. Although investigative activities have been done mostly in other disciplines, recent efforts have been made to explore the effectiveness of various supervisory approaches to the improvement of instruction in the foreign language classroom. In this regard the following three approaches are in evidence:

a. The Scientific Approach. With this approach, criteria are set up in advance for determining students' learning during a given class hour. These criteria are in the form of objectives stated in terms of observable behaviors. The supervisor then collects data through classroom observation to accumulate evidence of change and of meeting course objectives. The supervisor meets subsequently with the teacher to point out areas where improvement is needed. The various interaction analysis techniques discussed in the previous section are often used in connection with competency-based teacher education and the supervision of student teachers in foreign languages (Papalia, 1974).

b. The Democratic Approach. The democratic approach attempts to overcome some of the threatening aspects of scientific

supervision. It generally involves some form of self-evaluation on the part of the teachers and shows concern for helping the teacher to develop a positive self-concept, for developing the ability to analyze their own teaching with an eye toward identifying areas that need improvement and with learning to deal with anxieties and emotional problems encountered in the classroom.

c. The Clinical Approach. Clinical supervision encompasses both the scientific approach (evaluating learning and analyzing teaching) as well as the democratic approach (discussing teachers needs and feelings in order to encourage a positive self-concept, creativity, and change). In effect, it is a more global approach which carries the assumption that student behaviors should be examined, but that teacher behaviors are also extremely important. In other words, with this approach, teaching is seen as both an art and a science.

Research in the area of the supervision of foreign language teachers has been summarized in the 1980 yearbook of the National Society for the Study of Education (Knop, 1980).

The chapter includes descriptive material about implementing the various supervisory models discussed above in the foreign language classroom. A limited amount of research in which interaction analysis techniques were employed is also reported. Performance criteria for student teachers, the use of micro-teaching, student evaluation of teacher performance, observational techniques for evaluating student classroom performance, and data gathering techniques are also described here.

3. Self-Evaluation and Inservice Education. Questions of both inservice education and supervision of experienced teachers are complex for a number of reasons. First, preservice criteria continue to be updated. Thus, the longer a teacher is in service, the more he or she will tend to be out of touch with the newer ideas and the practices of younger colleagues coming into the profession. This fact also complicates the question of program articulation simply because new teachers and more experienced teachers may be operating with different methods, objectives, attitudes, and so forth. A second complication relates to political matters such as longevity, tenure, contract terms, and the grandfathering clause which has older teachers operating with lifetime certification while younger teachers are obligated to become recertified periodically. It has been suggested that these problems could be overcome to some degree if inservice programs could be so designed as to have each teacher responsible for his or her own professional development. Suggested criteria of self-selection for those who wish to continue as foreign language teachers include such questions as the following:

> a. Is my use of the second language up-to-date?
>
> b. Is my experience with the target culture current?
>
> c. Am I aware of and able to apply meaningfully in the classroom new theories of language learning, curriculum development, learning evaluation, and the nature of the individual? (Lange, 1979)

In line with these suggestions for self-evaluation, Knop and Grittner have developed a series of 24 questions with suggestions for their application to the teacher in the classroom who wishes to identify areas which need improvement. These questions relate to three elements of classroom teaching strategy including lesson planning, classroom techniques, and classroom climate (Knop, 1980). These items have been field tested in various Wisconsin schools as a means of helping teachers to assess those areas in

which they wish to improve. A further proposed step will be to use the data generated with this approach to design inservice programs (Grittner, 1980).

4. The Content of the Foreign Language Inservice Programs. Since the early 1960s when the NDA summer institutes were reaching thousands of foreign language teachers as part of a massive national effort for summer inservice training, the basic content of inservice programs designed to overcome teacher deficiencies received general professional consensus. Basically, they included the following components:

a. Language skill development for renewal;

b. Cultural understanding;

c. Methodology; and

d. Linguistics.

Language skill programs have included a wide range of goals starting with remedial pronunciation and extending through free conversational exchanges with native speakers. In some cases, the linguistic component has been incorporated into the skill development component in an attempt to make the linguistics more relevant. The culture component has ranged from fine arts manifestations of the target culture to anthropological field study data involving the way-of-life of people in the target culture. Methodology has included everything from historical pedagogical considerations to extremely doctrinaire training in one given strategy for teaching foreign languages.

5. Formats for Inservice Programs. These have included academic year approaches in which the teacher has released time for professional renewal, semester abroad programs involving teacher sabatticals, summer programs, and independent study. It has generally been assumed that activities in these areas will, as a matter of course, lead to improved instruction in the classroom. However, very little has been done to evaluate the outcomes of such inservice. However, a great deal of descriptive research has been

done and many field studies and evaluative reports have been written at various times since the turn of the century. This area has been fairly well documented and researched in the 1980 yearbook of the National Society for the Study of Education (Jorstad, 1980).

D. Curriculum and Materials: What Should the Teacher Know About the Content and Organization of the Material to be Taught?

1. The Primacy of the Textbook. For many foreign language teachers, the textbook and its related materials are the curriculum. Lesson plans tend to be based upon coverage of a certain number of exercises, reading selections, grammar topics, and cultural notes in the sequence in which they appear in the textbook. This approach to curriculum is greatly complicated by the politics of textbook adoption in certain key states. What makes a state "key" has to do with its size and with the special interest lobby groups which exert pressure upon those who make the final decisions on books which will be approved. Publishers (and the authors with whom they contract) are inclined to design their materials so that they will meet the criteria of this limited number of state committees. This determines what the rest of the country will have. To be on the safe side, there is a tendency to include everything that might be considered important by teachers and to avoid any material which may offend the selection committee. For example, references to sex, alcoholic beverages, and even stimulants (such as coffee or tea) have been suggested as being "too controversial" to include in a standard high school language textbook. State textbook adoption procedures may be related to the additional problem of content overload. It has been suggested that there is "too much between the covers" of the foreign language textbook used in American high schools. Teachers who try to cover all the content end up frustrating both the students and themselves (Warriner, 1978). Other teachers follow the policy of selecting items which they feel are most

worth teaching while omitting others. This practice, in the larger high schools, tends to worsen the problem of articulation. Students taught by different teachers using the same textbook may have had a vastly different curriculum simply by virtue of the items omitted or selected and the manner in which those items were taught. For example, one student may find that the emphasis was upon developing listening and speaking skills with minimum attention to grammar except as a functional tool whereas another student may have had little practice in listening and speaking because the teacher concentrated on learning grammatical concepts, building vocabulary, and emphasizing reading. The textbooks are so full of material that two separate curricula can easily be developed within them.

2. The Primacy of the Curriculum Guide. Some schools have attempted to solve the curriculum problem by specifying outcomes or even specific behaviors which students are supposed to exhibit irrespective of the textbook and its allied materials. Most frequently this type of curriculum

is defined by coverage of phonological, morphological, syntactical, lexical, and cultural items to be "mastered" at certain specific periods during the school year. That is, students by a certain time are supposed to be able to pronounce certain sounds, display their ability to manipulate certain grammatical forms and word order sequences, show their knowledge of basic vocabulary, and show knowledge of certain cultural concepts which contrast with those of the United States. This approach is sometimes used by all the teachers of a given language across an entire school district in an attempt to ensure that program articulation occurs. Thus, students coming from junior to senior high school or students changing from one school to another within the city should have mastered essentially the same elements of language within a given time period so that their change to another school does not cause them to fail or drop out of the language program. Many statewide curriculum guides and guides developed in large school districts have been based upon this approach of specifying content to be learned within a certain time frame (Grittner, 1977).

3. The Curriculum Defined by Communicative Functions. By 1980 a curricular movement that had been highly developed in Europe began receiving attention in American foreign language education. Syllabi for all the major European languages were developed with the support of the Council of Europe to meet the communication needs of adult learners across the continent and including Great Britain. These syllabi were based upon the lowest level of general foreign language ability to be recognized. This minimal proficiency level is referred to as the "threshold level." Instead of beginning with the textbook or grammatical topics, the threshold level syllabus specifies situations in which the language learner will be able to perform by means of clearly specified language acts. The four basic components are:

a. The social roles which the learner will be able to play;

b. The psychological roles which the learner will be able to play;

c. The settings in which the learner will be able to use the foreign language;

d. The topics which the learner will be able to deal with in the foreign language.

Under these four categories, hundreds of separate, specific communicative interchanges are specified. As a further breakdown under the general categories there are six basic language functions listed as necessary categories for verbal communication:

a. Imparting and seeking factual information;

b. Expressing and finding out about intellectual attitudes;

c. Expressing and finding out emotional attitudes;

d. Expressing and finding out moral attitudes;

e. Getting things done (suasion);

f. Socializing.

With this approach, learning formal grammar and pronunciation are seen not as primary goal but rather as instrumental to the main purpose of helping people to communicate. This approach to curriculum is apparently very successful in Europe, but is only in its infancy in the United States. Yet there should be some base data available from Europe which would be amenable to replication in the United States. As the English syllabus notes, "pilot experiments, . . . have already been launched, which will make it possible for certain hypotheses to be checked and for useful lessons to be drawn." (van Ek, 1975). The most immediate obvious application of this approach would seem to be in the area of adult foreign language learning for international businessmen, tourists, and for scholars and practitioners who attend international meetings. Its possible use in secondary and higher education

language programs has also been suggested. There has also been some development work in the area of "curriculum for special purposes" (i.e. Spanish for health workers, policemen, social workers, etc.). The functional approach would seem to hold great promise for these areas.

4. The Articulation Problem. The problem of program articulation from elementary school to junior high and from junior high school to senior high school has been with the profession for many decades. Some progress has been made by means of curriculum development and inservice activities. However, the problem of articulation between the secondary level and higher education is a persistent one which has resisted solution since it was first identified back in the 19th century. Much has been written on the subject over the years, but little has been done to identify the basic nature of the problem (Dufau, 1965; Grittner, 1969; Mueller, 1969; Wittmann and Kaulfers, 1940).

5. Curricula Based Upon Cultural Content. There is a school of thought that cultural content should form the basis of foreign language teaching. According to this view, foreign language elements (pronunciation, grammar, word order, vocabulary, etc.) should only be instrumental to learning the basic content of the target culture. Textbooks which appeared toward the end of the 1970s showed a much heavier cultural content than had the textbooks of the 1960s. (This was especially true of high school textbooks.) However, materials for students in higher education still have remained primarily oriented toward literature. There has been some talk within the profession of establishing a liaison with the social sciences in attempting to build language curricula related to international education or global studies. In 1981, however, such programs were merely at the level of general discussion rather than showing any wide level of implementation.

E. Instruction: How is the Teacher Supposed to Teach?

1. Rationale for Foreign Language Programs. A recurrent problem in

deciding both what to teach and how to teach it is the question of why the foreign language program exists in the first place. For more than 30 years beginning in 1929, the landmark publication called the "Coleman Report," established reading and literature as the principal purposes and goals of foreign language teaching and learning. From this it was assumed that the teaching of vocabulary, printed language usage, and grammatical concepts should constitute the main areas for pedagogical concentration (Coleman, 1929). The first successful challenge to this basically literary rationale for language study came in the post-Sputnik era of the early 1960s when it was deemed to be in the national interest to broaden the scope of foreign language study to include listening and speaking skills as well as reading, grammar, and literary analysis (Parker, 1961). However, the commitment to literature still had strong adherents through the 60s and the 70s. Indeed, one commentator suggested burning the language laboratory, throwing away audiolingual textbooks, and returning to the "only solid foundation for language study," namely, the study of literature (Renoir, 1970). While the literary advocates are still in evidence, many new kinds of advocacy have been added. For example, "career education for an economically interdependent world" is increasingly mentioned as important. In this regard, foreign language is seen as a valuable adjunct skill for numerous kinds of occupations in business, industry, international trade, the military, and governmental careers to mention but a few. There are also those who say that all young people should have a significant exposure to a foreign language as one means of helping them better understand the world in which we live. The basic problem here is that we have 16,000 autonomous school districts and hundreds of colleges and universities. All of these rationales for the study of foreign languages co-exist in them in a non-predictable pattern.

2. Learning Theory and Teaching Methods. Various linguistics and psychological theories over the years have influenced how teachers were trained and consequently how they taught in the classroom. The rapid introduction of new theories and the rejection of older ones has led to great confusion among teachers in the field as well as those who train teachers. For example, language has been presented as patterned oral behavior, as a series of conditioned responses, as rule-governed behavior, as a creative process, as hypothesis testing, as error-free responses to predetermined stimuli, and as a "natural" process in which error is considered to be acceptable or even desirable. No adequate mechanism has yet been devised to evaluate and interpret rapidly developing psycho-linguistic theory in such a way that the practitioner in the classroom can determine what value, if any, such theories have for the everyday teaching process.

3. Methods Courses for Student Teachers. In view of the confusion regarding the nature of language and the psychological processes by which it is acquired, foreign language methods teachers have tended to be eclectic and pragmatic. That is, within the relatively short time allotted to teachers in the methods course (two to three semester hours) the methods instructor would often introduce techniques for drilling students in language structures based upon behavioristic psychological principles as well as introducing other techniques based upon developmental psychology, Gestalt psychology, and common sense judgments of "whatever works is good." The student teacher would have opportunities to test out the various theories in practice by means of micro-teaching and actual student teaching in a foreign language classroom. Ordinarily such training would involve teaching all of the language skills along with an introduction to the various rationales for why the language is to be taught.

4. Technology and Foreign Language Teaching. During the 1960s, the National Defense Education Act brought with it a heavy emphasis upon the use

of technological media with particular emphasis upon what was called "the language laboratory." Tens of millions of dollars were expended for the purchase of such equipment in the secondary schools of the nation. Inevitably, efforts were made to research the effectiveness of such equipment. One of the early studies was highly negative showing the laboratory to be more of a hindrance than a help (Keating, 1963). A second study showed the language laboratory to be highly effective under certain conditions (Lorge, 1964). A third study showed the presence of a language laboratory to be an irrelevant variable (Smith and Berger, 1968). The problem with many of these research reports related to the fact that the mere presence of language laboratory equipment in the school was looked upon as a research variable, without regard for how the language laboratory was used, what software was available, or what training the staff members had prior to its utilization. A number of people involved in the language laboratory movement felt that the hardware was purchased without proper regard for the other factors mentioned above and often without any provision for maintaining the hardware in working condition (Grittner, 1971).

5. Programmed Instruction. One use of the language laboratory was as a vehicle for delivering programmed instruction (although some programmed courses could be used with no equipment). As with the language laboratory, research on programmed instruction showed success in some cases (Bell and McDonald, 1963) while others showed conventional instruction to be superior to programmed instruction (Shulze, et. al., 1966). This particular movement appeared to peak by the end of the 60s at which time a considerable number of foreign language programs have been developed mostly in the standard Skinnerian format. Some of the courses were simply programmed textbooks while others were elaborate multimedia courses with tape and visual backups (Fiks, 1969). As a general summary of the research, it appears that this particular format was useful only for supplementary learning of basic

prerequisite skills and areas of knowledge. With sustained use of programmed materials, students tended to become bored and to show high dropout rates and low achievement. The accusation was made that the materials could only produce low level cognitive responses and that they tended to discourage the kinds of divergent thinking needed to perform communicatively in the foreign language.

6. Computer Assisted Instruction. As was the case with programmed instruction and language laboratories, considerable attention was given to the use of the computer to assist instruction in the field of foreign languages. The University of New York at Stony Brook used computer assisted instruction as an adjunct to its foreign language program. The focus here was primarily on teaching reading and writing skills by means of a "branching" program. Considerable research and development were also done at the University of Illinois in Urbana. Again, research findings were inconclusive. There were strong criticisms that the programs were not cost effective. As with other technological devices, the programs tended to focus on convergent thinking to the total exclusion of any kind of creative response. Because the computer can evaluate and react only to predetermined stimuli which elicit a predetermined response, the value of this technology in producing students who could communicate in unanticipated situations was questioned. Also, as with the language laboratory, the sophistication of the hardware was judged to be vastly superior to that of the software. The result appears to be that the computer was often little more than a very expensive programmed workbook limited to teaching reading and writing skills and grammatical concepts. The field of micro-electronics promises to make computer technology much more cost effective insofar as the basic hardware is concerned. However, the problems of finding high quality software and the limitations on eliciting creative human responses will probably be present regardless of the cost effectiveness of the hardware.

7. Television, Motion Pictures, and Other Audiovisual Media.

A great deal of development and some limited research have been done regarding the impact of audiovisual media on student learning. One advantage of visuals over programmed materials and computer assisted instruction is that they can be used interactively under the direction of the teacher working with the class. Unfortunately, much of the research in this area has involved the more passive use of visuals or their use for learning vocabulary, cultural information, or other learning outcomes involving observable measurable behaviors. The increasingly reduced cost of producing color motion pictures on videocassette would make this an ideal medium for allowing students to display and self-critique their own creative use of language. However, the main active use of video equipment has been in connection with micro-teaching and the self-evaluation of student teachers in the classroom rather than having it used directly by students in connection with foreign language acquisition. The fact that research in this area (as well as in many other areas) has tended to focus on outcomes which are observable and characterized by convergent thinking (arriving at the one "right" answer), suggests that the research and evaluation format may in some ways be dictating the outcome of curriculum development projects. That is, since it is simpler to observe and measure predictable responses, teaching materials and the devices by which they are evaluated tend to be designed for that purpose. To the extent that this is true, the process would militate against the production of materials aimed at genuine communication. A problem relating to the development of motion picture films, despite their obvious advantages in portraying motion, culture, and kinisics, is that they are extremely expensive to produce and become quickly outdated. In those cases where technology has been successfully used, it appears that there was a mix of strategies based on a carefully planned "systems approach" to assure

that the technology was used to its best advantage but that the final outcome was to refer the work done with the hardware back to a social context under the direction of a sensitive, interactive foreign language teacher. An update on the use of technology was done in the Northeast Conference Reports of 1980 (Dodge, 1980).

8. Age Factors in Teaching Languages. Research suggests that younger children who start a foreign language and continue it for a longer sequence will end up being superior in their communicative use of the foreign language. That is, a very high percentage of learners who have started the study of a foreign language before age ten and have continued on for six to eight years will be fluent and nearly accent free. On the other hand, research shows that older learners are more efficient at acquiring academic skills related to the learning of the second language. Also, studies of small children at the early elementary level in "immersion schools," in which language is the vehicle rather than the object of learning, indicate superior command of language as a program result. Research on foreign language in the elementary school (FLES) has shown mixed results. The teaching issue in all cases relates quite simply to the problem of finding teachers who can perform adequately at the elementary school level. For example, the immersion school requires teachers who are certified for the elementary level but who are capable of teaching in two languages. Generally they must have the ability to convert local English language curricula into comparable forms of foreign language curricula. Teachers willing and able to do this are in short supply. The failure of FLES programs has led to a shortage of people certified and qualified to teach at those levels. For various reasons relating to the nature of American culture and American education, very few elementary school teachers have sufficient capability in any foreign language to teach it in their classrooms. The use of secondary trained people as FLES teachers has often been unsatisfactory. Studies in using television as a substitute for

the teacher have shown poor results. In summary, current research tends to indicate that, unless properly trained teachers can be found, and unless the program can be articulated over an extended period through the elementary school into the junior high school and senior high school, then the teaching of foreign languages at an early age in school cannot be justified. These findings have been surveyed in the 1980 yearbook of the American Council on the Teaching of Foreign Languages (Stern and Cummins, 1981).

9. Individualized Instruction and Small Group Work. During the past 60 years there have been repeated attempts to modify the teacher-dominated approach to classroom instruction in foreign languages (Grittner, 1975). Part of the theory behind the language laboratory discussed above was the belief that certain aspects of language learning could be more efficiently learned if the student worked on clear-cut objectives either in a self-study mode or in conjunction with two or three fellow students. The rationale for this was the belief that individual and small group work could greatly multiply the amount of necessary practice that is required to master the listening and speaking aspects of the language. In theory, it was also believed that the students could with minimal supervision learn to engage in creative free conversation with properly designed small group activities. Unfortunately, although much developmental work has been done very few systematic research studies of individualized instruction and small group work have been conducted.

10. Teacher Use of the Target Language. It is a common belief among language specialists that the ability of the teacher to use the foreign language for all classroom instruction and to get students to use the language communicatively will produce superior student achievement. There is some evidence that many teachers--even native speakers--lack skill in this area. Since the American language student ordinarily has little opportunity outside

of the classroom to use the foreign language, this knowledge gap would seem to be significant. What is the status of teacher use of the foreign language? How important is the use or non-use of the target language with respect to student attitudes and achievement? What techniques are valuable in getting students and teachers to increase their use of the target language?

F. Bilingual-Bicultural Teaching Issues

In many ways, bilingual education programs have highly different goals, purposes, clienteles and rationales from those found in the foreign language program. For one thing, the purpose of bilingual programs, as legislated from the state and federal levels, is expressly not to teach a foreign language but rather to tolerate the use of a second "home" language only to the point at which the student can perform effectively in English in the school. The further development of the home language is not mandated in state and federal laws but rather is dependent upon local school or private group financing. By contrast (and perhaps ironically) the foreign language program has as its avowed purpose the production of literate bilinguals. Thus, the success criteria for foreign language teaching have to do with success in "phasing in" a second language as a "coordinate communicative system" while the success criteria for bilingual programs deal with achieving academic success in English and in other "basic" subjects as well as with non-linguistic matters such as self-concept development, changes in dropout rates and similar matters. Also, bilingual programs tend to be compensatory. That is, to be eligible for the program children must be shown to have a language need. Accordingly, they are generally categorized as "Limited English Proficient," a state which must be remedied. By contrast, English-speaking students in America are not, for example, classified as "Limited French Speaking" as a pre-condition

for entering the French program nor do questions of ethnic background, dialect variation of the home language, or poverty status play a role in program entry as is generally the case in bilingual programs.

As for teacher selection, questions of social class and ethnic background often take precedence over language proficiency or teaching credentials. For example, a parent committee of working class Mexican heritage may find a middle class Cuban unsuitable as a teacher of their children. Similarly, Native American groups may not accept a bilingual teacher if he/she is from a different reservation, even though the language is virtually the same in both locations.

Another factor is the presence of tens of millions of dollars annually from federal and state sources for teacher training, basic program development in local schools, materials development, inservice education, and research and evaluation. These programs have carried with them the demand for massive testing and evaluation to determine entry and exit criteria; to validate program models; to document changes in self-concept, attitudes, achievement, and dropout rates; and to assess the effectiveness of materials. Thus, a large body of research and evaluation findings exist, some of which deal with second language acquisition and teaching, but many of which reflect the sociological, political, and legal questions relating to the needs and rights of minority groups whose children are often limited in English proficiency in contrast to the dominant "Anglo" population. The NIE Compendium of Bilingual Education and Related Projects, July 1980, clearly reflects this kind of emphasis. Perhaps it is these many differences that has led to a marked separation of program within the schools between bilingual education and foreign language programs and, in some instances, even to open hostility between teachers of foreign languages and ESL on the one hand and bilingual teachers on the other. This institutional

hostility has been reflected in the media and in interpretations of research findings (Epstein, 1977). Foreign language groups have apparently tended to regard the bilingual movement as something other than language teaching and acquisition and hence have been little in evidence as consumers or producers of bilingual research, but have shown an affinity for ESL developments. ESL groups have shown much greater acceptance of both bilingual and foreign language research and development activities. In fact, in 1977, the national TESOL organization published a book on the preparation of bilingual, TESOL, and foreign language teachers (Fanselow and Light, 1977). This is a compendium of previously published speeches, articles, and guidelines drawn from a wide variety of sources representing teacher education in general, foreign language teaching, bilingual teaching, and ESL teaching. Also included are suggested certification standards for bilingual and ESL approved programs.

Current federal bilingual research ranges from that of a cognitive nature (four projects identified as such) to three projects involved with the problems of identification of language skills. There are four projects addressing the problem of classroom interaction in a bilingual setting. There are two projects specifically dealing with the problems of reading. Other areas that are being researched include discourse skills, curriculum, census surveys, teacher competencies, as well as several needs assessments. Current bilingual research efforts can best be characterized as necessary but not sufficient. Furthermore, it is clear that additional coordination is necessary between the various funding agencies in order to ensure that duplication of efforts is avoided and that a prioritization of research needs be established so that critical issues are addressed in some logical order. For example, funding research in minority-language speech disorders is not significant and useful research unless it follows both longitudinal and cross-sectional

studies of language acquisition and development for such a language. Until such coordination and prioritization exist, research efforts in the field of bilingual education (as in other fields of education) will continue to be a progression of hits-or-misses (NACB, 1979).

II. An Analysis of Gaps in Existing Knowledge and Practice

A. The Foreign-Language Teaching Profession: A Reason for Being

1. The Reading Goal. During the 30 year period from 1929 to 1959, foreign language teachers had few students. What they did have, however, was a clear cut mission, namely to teach those grammatical forms and vocabulary items which would promote in students the ability to read the foreign language, whether modern or classical, and to prove their mastery of the subject through translation from the foreign language into English. It was understood that the clientele would be a rather elite group consisting of bright students who were interested in grammar and reading along with other students, who may or may not have been bright, but who were destined for college by virtue of their parents' income and class background. A culminating activity of such a program was generally the reading of one or more works of literature. This program articulated well with the university where grammar, reading, and literature were also considered to be the main instructional goals.

2. New Goals and a New Rationale. Since 1960, this confortable unity of purpose has been shattered. Yet, many people in the profession at all levels still regard the foreign language program as predominantly preparation for literary studies at the university. At the same time, there are pressures to add to the curriculum such content as career applications, international education, and to include many other goals and objectives. It appears that the profession is trying to decide what to teach, how to teach, and what standards to set for teacher certification, without ever having reached a

consensus on why such programs should exist in the first place. Perhaps some document is needed that would have the force of the famous Coleman Report of 1929 (which was sponsored by the Carnegie Foundation). Teachers need to know whether or not foreign language study will be central to the education of Americans or whether it will continue as a peripheral subject directed only toward a limited, select audience. This would seem to be basic in determining how teachers will be trained, what curricular content they will use, what methods they will learn, or what kind of inservice programs should be developed to maintain their professional skills.

B. Certification and Training of Foreign Language Teachers

1. Teaching Standards. Assuming that some agreement can be reached regarding the value of foreign languages in American society and the type of foreign language program that should exist, there will then be the need to define the type of teacher that is needed. This inevitably leads to some kind of competency standards which are to be applied in the certification and licensing of teachers. Some preliminary work has been done in correlating student achievement with teacher characteristics. However, these studies are few and inconclusive. As one commentator has expressed it: "There are many clues that suggest the theoretical base for competency-based education may not yet exist. . . . The current knowledge base has not allowed for determination of a comprehensive list of essential competencies for foreign/second language teachers. . . . Even if we knew how to identify such competencies, which many agree are at the heart of successful teaching, we are not even close to being able to measure them objectively." (Hancock, 1981, p. 185) Much of what has been done is purely descriptive. That is, educators have assumed that certain teacher behaviors are good, have then done classroom observations to determine whether or not these teacher behaviors occur, but have failed to determine whether or not the presence of those behaviors makes a difference in what students learn.

In short, the lack of specification and validation of standards for certifying teachers and for conducting inservice training of experienced teachers constitutes a major gap in the area of research and development.

In the case of bilingual and ESL programs, there is urgent need for an update of the status of teacher certification programs state by state. We need to know the nature of the standards and in which institutions approved programs exist as well as how successfully their graduates are in obtaining employment.

2. Teacher Selection. We know that in a given year less than 20 percent of American young people opt for foreign language programs in the secondary school. A similar pattern exists in higher education. Yet, there are notable exceptions in the form of programs which draw and hold large numbers of students for long, successful sequences of study. Therefore, although we have a great deal of descriptive information on the backgrounds of teachers now in service, we have little data regarding those personal characteristics which will predict success in the foreign language classroom. It would be extremely useful to have some way of determining those characteristics which would tend toward success in the foreign language classroom at some point early in the academic career of the individual. Suggested criteria now exist, but more needs to be done (Lange, 1979, p. 172).

3. The Preservice Methods Course. It is often said that teachers tend to teach as they were taught. In many cases, there is no visible evidence that a foreign language teacher actually had a course in second language pedagogy. Yet some teachers do learn and grow and develop an increasing repertoire of instructional techniques. We have little evidence regarding why this happens, how this happens, or what makes this happen. Models, or perhaps entire systems, need to be generated for both preservice and inservice teaching. And these need to be tested in some fashion for effectiveness.

4. Innovative Methodologies. Innovative approaches are often suggested and discussed at teachers' meetings, both preservice and inservice. However, very little has been done to determine whether or not these approaches are adaptable to the typical classroom nor is evidence available regarding their success in teaching foreign language skills. This includes such new and old ideas as Suggestopedia, the Silent Way, Counseling-Learning Techniques, Small Group Work, Individualized Instruction, the Rassias Method, to name but a few. New techniques and methods tend to be rejected or accepted as a matter of faith rather than having decisions based upon substantive research.

C. Inservice Programs, Teacher Supervision, and Recertification

1. The Impact of Inservice Programs. We know very little about the impact of different formats for inservice training of foreign language teachers. This has been done historically in a rather haphazard fashion. Also lacking are evaluative criteria to determine areas of greatest need, i.e., language skill development, updating of methods, better approaches to lesson planning, improved knowledge of the foreign culture and how to teach it, etc. Models for determining inservice needs and for measuring the quality of different inservice formats are lacking. More specifically the relative merits of various inservice formats could be investigated. These include (but are not limited to the following):

a. faculty exchanges between schools or between schools and universities;

b. study abroad programs during the summer or the academic year;

c. after school courses in methodology, language, culture, etc.;

d. periodic weekend retreats within the country;

e. teacher exchanges with colleagues in other countries;

f. intensive summer institute programs;

g. interdisciplinary workshops involving other subject areas; and

h. self-evaluation according to fixed criteria by means of videotaping and critiquing classroom sessions.

D. Curriculum and Materials

1. The Teacher and the Textbook. Limited evidence suggests that excessive teacher reliance on the textbook reduces student achievement, motivation to learn, and desire to continue studying the foreign language. We need to know still more about the interrelationship between the teacher, the materials, and the achievement of students. Some method of assessing the problem of content overload in existing texts would also be welcome.

2. A Curriculum Based on Genuine Communication. One investigator has suggested that the curriculum should be built upon communicative outcomes rather than upon a sequence of grammatical topics with artificial use of the foreign language in drill situations. In her words, " . . . the human teacher knows if you ask him, that communication is not the rapid fire exchange of linguistically accurate complete sentences. It is the sometimes slow, sometimes painful, sometimes non-verbal exchange of thoughts between human beings" (Savignon, 1972, p. 66). Although test instruments for measuring communicative competence have been developed patterned after those developed by the Foreign Service Institute, very little has been done to develop textbooks and curricula based upon the principal that students should learn genuine communication in the classroom. Development activities might include a notional-functional syllabus aimed at secondary and college programs. Hypotheses to be tested would be: 1) does achievement improve, 2) does motivation improve, and 3) are student dropouts greatly reduced by implementing this kind of program?

3. A Curriculum Based on Cultural Concepts and Other Interdisciplinary Approaches. There are those who contend that the best way to learn a language is to learn something else through the language rather than focusing on the linguistic elements per se. The apparent success of some of the immersion programs in Canada, the United States, and elsewhere suggest that there may be validity to this argument. However, the evidence is still scant, although the pattern of findings is generally positive. Therefore, more work needs to be done in the area of teaching culture through a second language. Also, immersion schools in the United States, in which subject matter is taught by means of a second language, need much more evaluation than they are presently receiving. This lack is particularly grievous since a number of the immersion schools have been used successfully for desegregation in large urban areas. This brings up an additional research question, namely, "how do center city children do academically in a program taught in a language other than English?"

4. The Articulation Problem. This problem of program continuity between all levels of instruction has been discussed endlessly at conferences and in professional literature. It appears no nearer to resolution now than ever before. How to solve it is still a major question. However, in a highly decentralized educational system, there is some question as to whether there is any solution.

5. Programs for Special Purposes. Industry spends tens of millions of dollars annually to train business executives and other staff members for assignment abroad. It is possible that foreign languages for special purposes could perform a useful function for adults in many areas of work and could motivate high school students to elect languages. Yet very little is known about such courses. How successful they are in teaching basic language skills is also unknown.

How widespread and successful are such courses in the technical colleges? Do they exist widely in other colleges and universities and, if so, with what results? To what extent do high school bilingual and ESL programs offer such courses, and what are the results? All of this also relates to the basic research topic on the effectiveness of teaching language per se as the goal versus the teaching of meaningful content by means of the target language.

6. Technology in Foreign Language Teaching. Although a great deal of hardware and foreign language software have been developed over the past 30 years, little is known about the potential or the limitations of technology with regard to teaching foreign languages.

The same is true of ESL and bilingual programs. There is some evidence that minority group children can learn certain subject matter better with Computer Assisted Instruction (CAI). Does this apply to pupils in ESL and bilingual programs? Also, given the many small populations of refugee children and other limited English speakers at all educational levels, what is the result of individualized instruction to meet their special language needs?

E. General Teaching Research Gaps Since the 1960s

Although research in various areas of language acquisition, bilingual education, and error analysis have been conducted in recent years, very little research has been done on language teaching. As the most recent reviewer of language teaching research expressed it, "One consequence of the lack of interest of the prevailing language theories in teaching has been that pedagogy has continued to change and develop without research. Individualization of instruction was introduced in foreign language education from the beginning of the 1970s without any systematic research and only a very few evaluative studies. A number of new methods gained vogue in language teaching during the

1970s: the Suggestopedia Method, the Silent Way, Community Language Learning; but no consistent or prolonged studies that systematically analyzed these methods were undertaken. It is hardly possible to find in the literature unbiased descriptions of these innovations, . . . let alone dispassionate examinations of the effects of these methods on specified groups of students," (Stern and Cummins, 1981, pp. 222-223).

This raises still a further question of what kind of teaching studies should be undertaken. The evidence suggests that large-scale research projects such as the Pennsylvania Report (cited above) are generally non-productive. Too many variables are present in such studies, and controlling for them seems to be impossible.

F. Bilingual Education: Knowledge Gaps

Similarly, with the massive AIR Study on bilingual education successful programs, mediocre programs, and poor programs were lumped together to give a total result suggesting no value to bilingual education (Gradisnik 1980). This approach is both unproductive and demoralizing to researchers and practitioners alike. What is needed is more small-scale studies on teaching second languages with very limited

but clear cut issues. Successful projects should be replicated. And, a process for identifying the attributes of successful programs and widely disseminating these results in language that is intelligible to the practitioner is badly needed. The limited studies on foreign language teaching and the many studies on bilingual education are either unreported or else are camouflaged from practitioners behind a screen of statistical data which, unfortunately, most teachers have not been trained to penetrate. ERIC and the Center for Applied Linguistics have made great strides in interpreting and reporting on research in second language teaching and learning. But too little of it reaches the "grass roots" constituency in the classrooms of schools and universities.

In particular, longitudinal studies of monolingual and bilingual children acquiring their first and second languages are not available for most languages other than English. Issues involving language disability and speech disorder cannot be answered readily since empirical data is not available describing the orderly acquisition and development of a first language such as Spanish or Navajo. Studies in the development of language for children past the age of six are not available for languages as familiar as English, much less for any of the minority languages. In fact, the only readily available study of language development for Spanish-speaking children is that recently published by the National Clearinghouse for Bilingual Education (a study by Gustavo González). When other aspects particular to the education of children are considered, it is clear that much more research remains to be done. Areas such as culture, cognition, literacy and the measurement of language proficiency (both in English and in minority languages) represent areas of concern and of necessary research.

Surveying current research efforts in the field of bilingual education quickly leads to the conclusion that a concerted effort is being made to

research many of the basic problems that confront practitioners in the field. Although there appears to be no coordination of research efforts (mostly due to the fact that different agencies are funding such efforts for distinct purposes), the composite picture that emerges is that much is being done to shed light on the problems of bilingual children and the education system that their specific linguistic (and cultural) needs demand. Although the current number of projects is impressive, it is nowhere near the number necessary for continual and rapid expansion of the knowledge-base in this field.

III. Priorities for Research and Related Activities in Foreign Language Teaching

A. The Place of Foreign Languages in American Education

Many of the problems in teaching foreign languages lie in the lack of agreement among teachers at all levels and between all levels regarding the reason for the existence of the profession, who its clientele should be, and, therefore, what should be taught and how. If there is no short term solution to the overall problem, perhaps at least the nature and scope of the problem could be assessed. A question that might be addressed is: How do different groups within American society (e.g., students, parents, foreign language teachers, other teachers, guidance counselors, business groups, and others) view the present and future function of foreign languages? The purpose of such background material would be to generate a sense of mission in the foreign language teaching profession. There appears to be growing confusion and demoralization within the profession. This can only be made worse as enrollments decline and programs are eliminated.

A similar need for policies, rationale, and program models exists for limited English proficiency students of all ages.

In view of the recent withdrawal of the proposed Lau Regulations by the Department of Education a careful assessment of the relative merits of ESL versus bilingual/bicultural education is urgently needed. A major teaching issue here involves the availability and training of teachers. Also, what does a small school with a small population of immigrants, refugees, or entrants do to meet their language needs? What does any school district, community college, or university outreach program do to meet the educational needs of children, young people, and adults who come from a society that has no written language and from which most people are illiterate? And what are the best approaches to teaching limited English proficiency students of any age when the target population comes from a dozen or more different language backgrounds? These are typical of the questions that confront educators in a period when large groups of non-English speaking people suddenly appear in communities across the nation. When needs are immediate and urgent, where does one find teachers? Is it best to retrain a foreign language teacher on staff to be an ESL teacher? At the elementary school level, is it better to retrain a certified elementary teacher to function as an ESL teacher? Which instructional models are most effective? For example, is it best to have an intensive pull-out program prior to mainstreaming LEP students? Should they be mainstreamed on arrival? Partly mainstreamed? Etc.? Decisions are being made on such matters on an ad hoc basis. We need an evaluation of the various models that are available to meet the needs of students of various ages from varying backgrounds in diverse types of communities.

B. Characteristics of the Effective Language Teacher

Assuming that a purpose for foreign language programs within American society can be established and that goals and objectives based upon that agreed purpose can be generated, it would then be extremely valuable to pursue research and to develop approaches which help to identify what makes for good language teaching. This would involve both the process of self-selection early in one's academic career as well as the professional strategies which the teacher should know how to employ and the personal attributes which the teacher should cultivate for performing in the classroom. Knowledge of this kind is basic to the development of preservice and inservice programs and to the setting of standards for the certification and recertification of foreign language teachers. Also needed is an updated national status report on the characteristics of foreign language teachers at all levels; elementary, secondary, community college, and higher education in general.

Teaching considerations for ESL teachers are different in many ways from those of foreign language teachers. The ESL student is immersed in the culture in which the target language is spoken. Thus, the need to survive linguistically is a strong motivating element not present in other populations. Questions of enculturation and assimilation are also important in relation to teaching both in ESL and bilingual classes. Ability to cope with the new society appears to vary greatly with age. Small children tend to adjust quickly; adolescents and adults more slowly. What are the implications of this for ESL and bilingual teachers? How should they deal with the student's home culture? What attitudes toward enculturation into the "American way of life" best promote student learning? These and other questions relating to modes and models of instruction need to be investigated.

C. Teacher Certification

The third priority area would be to look at those models and types of teacher certification programs which tend to produce successful teachers. In effect, that would mean teachers who know A. above (why they exist) and B. above (what they need to do to be good teachers and how to go about doing it).

D. Inservice Education of ESL, Foreign Language, and Bilingual Teachers

Retraining and renewal of teachers already in the field is very high on the list of priorities simply because - in a period of enrollment decline - tenured teachers will be around for a considerable period of time. As is the case with student teachers, veteran teachers need to have a feeling for why they exist and a clear picture of what they need to do to become better. Thus, models of supervision and self-evaluation need to be developed, perfected, and tested so that the profession can move forward. In this context, cost effective methods of providing inservice education need to be looked at carefully. Because of social, economic, geographic, and cultural factors, a variety of models should be looked at. For example, it is increasingly expensive to travel abroad, so alternate total immersion experiences for teachers might be explored as an alternative to study abroad programs. It would be interesting to know how effective such programs are.

Classroom teachers at all instructional levels as well as ESL and bilingual specialist teachers and aides have special inservice needs. Various federal programs (ESEA Title VII, Transition Program for Refugee Children) have provided funds for staff development. Thus, many models and variations on models exist. Yet we have little descriptive information and few evaluative studies or research reports on the relative merits of the various approaches or their effectiveness.

E. Technology and Teaching

The language laboratory and other technological media have had a relatively small impact upon foreign language programs despite the expenditure of tens of millions of dollars. This suggests the need for a careful look both at what went wrong, and at what should be done to facilitate better use of media. Particularly important are past failures in developing a rationale for use of technological devices, providing teacher training, acquiring functional software, and finally obtaining durable hardware which can be properly serviced, maintained, scheduled, and used. The use of CAI and other media with LEP students at all instructional levels needs to be investigated particularly in situations where small populations exist.

F. FLES Teaching

In many areas of the nation, the almost complete disappearance of foreign language study below the junior high school (or middle school) level raises enumerable questions about FLES teachers in American schools. After the initial flurry of activity to develop FLES programs in the late 1950s and early 1960s, enrollments dropped off rapidly until only a handful of programs remained across the country. Why did this happen? Was lack of properly-trained teachers the crucial factor? Was the failure of such programs due purely to economic problems? What kinds of curricula, teachers, articulation policies, economic bases, and administrative procedures are associated with the few surviving programs? Past research efforts have suggested that foreign language could be added to the elementary program (at additional cost) without causing lower achievement in other "basic" subject areas. Studies also showed that live instructors were superior to televised instruction supported by a regular, non-foreign language classroom teacher. But we need to know more about what makes for good foreign language teaching in the elementary school. What are the factors that make for program success and survival?

G. Texts and Materials

In view of the predominance of the textbook as a curricular determiner, it would be useful to conduct a study of the contents of these publications with an eye toward the learning capabilities of students. In this regard, it would be useful to examine amount of coverage versus level of mastery. Also useful would be a study contrasting a curriculum based upon grammatical topics versus one which is based upon the acquisition of communicative functions.

H. Notional-Functional Syllabi

The development of curricula for various languages based upon notional-functional concepts but designed for American students would be extremely valuable. These would be especially useful for adult learners. Also, development of sample texts and instructional materials based on notional-functional concepts in genuine cultural contexts would also be of interest to practitioners and investigators. The syllabi would be useful not only for the commonly taught languages but also for languages such as Japanese, Hindi, Chinese, Arabic, and others.

I. Immersion Schools

Research should be conducted to determine the success of immersion schools in American cities, particularly where they are used as a means of desegregating the local school program. One of the elements that should be examined carefully is that of teacher characteristics, teacher training, and teacher retraining necessary to make such schools work effectively. Student achievement would also be worthy of consideration here.

IV. Appropriate Activities for the Institute to Engage in Under Its Research and Dissemination Missions

It would seem that most of the activities described above would be worthy of consideration under the programs for Teaching and Learning, Dissemination and Improvement of Practice, or Educational Policy and

Organization similar to the types which were reported in Funding Opportunities at NIE: FY 1981. In this regard, the following are particularly recommended:

1. A study to examine in greater depth the second language needs of various sectors of American society as suggested in the Presidential Commission Report. The needs of a cross section of business and governmental organizations that are engaged in international activities would be examined with special attention to present practices, costs of staff training, problems encountered due to lack of second language proficiency of staff, perceptions of future needs, evaluation of existing programs in public education with respect to agency needs and other relevant concerns. The study would be so designed that the scope and nature of existing foreign language delivery systems could be contrasted with identified needs.

2. A study to identify within postsecondary education courses that provide "foreign language for special purposes" and to examine the special areas covered, instructional models used, teaching techniques employed and results achieved within selected exemplary programs. A similar study dealing with graduates from bilingual programs who have gone into post-

secondary programs should also be made to investigate the utility of the student's home language background in academic and/or career settings.

3. A study to test the hypothesis that the teaching of a second language facilitates the learning of a third language. This relates to the question of which of the world's 3,000 languages one should study as a second language. If the learning of the initial foreign language greatly increases the person's ability to learn additional languages, this would tend to support the general educational value of studying any available language. Other related research questions are: If facilitation exists, how great is the different in comparison to a control group? Does the effect cross language families or is it only potent within, for example, Indoeuropean languages, Asiatic languages, etc.? How important are other factors such as age, years of study, methods of teaching, and delay between second and third language instruction?

4. A study to examine the effects of second language teaching in academic settings of various age levels (elementary through adult) upon the learners' cognitive repertoires. What are foreign language students taught by certain methods able to do in terms of linguistic and cultural conceptualization that non-foreign language learners are not able to do? What differences, if any, exist?

5. A study to replicate, refine, and further examine teacher characteristics that are associated with the success and failure of students in learning to communicate in a second language. This could be done in connection with designing inservice instructional models. Where certain patterns of teacher behaviors were absent previously, what are the effects on student achievement of having teachers acquire the behaviors that are associated with exemplary second language teaching?

Is there improvement in student performance, attitude, and willingness to continue in the study of the second language. Similar studies of this type could be conducted for ESL and bilingual programs. Implications exist here for certification standards and for the design of preservice education programs in ESL, foreign language, and bilingual education.

6. A series of studies to determine the effectiveness of second language programs based upon the notional-functional approach to curriculum and instruction in contrast to traditional syllabi. Various instructional levels (elementary school, junior high school, senior high school, technical college, and other higher education) could be involved here.

7. A study to determine the effectiveness of using computer-assisted instruction as an adjunct to classroom instruction in ESL programs and bilingual programs. Most appropriate target audience would be secondary school and postsecondary levels.

8. A study to explore the feasibility of using self-instructional and individualized approaches to teach basic literacy and basic subject matter to limited English speakers where populations are too small to permit regular classroom instruction.

9. A study to determine the relative effectiveness of various existing modes of teaching a second language to elementary school children including FLES programs, interdisciplinary programs and immersion schools. The study should include a description and analysis of how program articulation is provided for from level to level.

10. An updated status report on the background and characteristics of foreign language teachers in all regions of the United States. Items from the 1964 MLA study should be included for comparison purposes. Additional survey items could be patterned after the 1979 Northeast Conference data (Eddy, 1980).

11. Studies to evaluate the effectiveness in American classroom settings of innovative techniques for second language instruction as well as new administrative approaches to older strategies (e.g., the Rassias approach at Dartmouth).

12. A study to explore the feasibility of using various supervisory techniques to assist foreign language teachers, ESL teachers, and bilingual teachers in identifying areas in which they need to improve. The findings could ultimately be tied in to the design of subsequent inservice activities.

13. Studies to evaluate methods for maintaining or retrieving language skills acquired either through formal study or as a result of previous residence in a non-English speaking environment. Either formal or non-school settings could be involved here.

14. A study to evaluate the use of various settings for improving the language skills of foreign language teachers including travel abroad and other immersion experiences.

V. Interested Agencies, Organizations, Associations, and Other Groups

The first organization which comes to mind is the American Council on

the Teaching of Foreign Languages which has a nationally-distributed journal, Foreign Language Annals, and a yearbook which updates findings in the field of education. Liaisons should also be established with the editor of the Modern Language Journal, the Canadian Modern Language Journal, and the other publications listed in the appendix of this paper.

Practical outcomes of NIE research can receive wide dissemination among foreign language practitioners if distributed through the various state newsletters, particularly if material is sent out in camera-ready form (See the directory of selected newsletters and journals in the appendix.).

Other obvious organizational contacts would be the National Association of Secondary School Principals, the National TESOL Organization, the Center for Applied Linguistics, the National Endowment for the Humanities, and the various special interest language groups that are listed in the appendix.

Also listed in the appendix are the state supervisors of foreign language education through whom contacts can be made with a large percentage of the nation's 16,000 school districts. Given the current trend toward returning funds from the federal to the state and local levels, contacts within state departments of education could have an increased significant impact in the future. State departments have already had funding for the development of innovative programs but have been lacking in the capability for evaluating such programs or in conducting significant research with regard to their success. This could change in the future.

A. Rationale

ACTFL, ADFL, technical college organizations, ASCD, NASSP, and State Supervisors of foreign language education would all be deeply interested in studies that relate to the utility (if any) of learning a foreign language. The related question of what kind of program based upon what kind of rationale tends to draw and retain students would interest all of the above groups plus the specialty language organizations listed in the Appendix.

B. Characteristics of the Effective Language Teacher

A large percentage of ACTFL membership is involved in training foreign language teachers. Hence, that organization could help both to identify potential researchers and to disseminate research findings to a wide, interested constituency. There would be a strong interest here in knowing what makes for effective foreign language teaching. ADFL, State Foreign Language Supervisors, and State Directors of Teacher Certification would also be avid consumers of such research as it relates to their state standards.

C. Teacher Certification

The group listed above under B. (and especially NASDTEC) would welcome research in this area.

D. Inservice Education

Because so many groups are involved in inservice education, this constituency would necessarily be very large. Again, teacher trainers could be reached through ACTFL and ADFL. The Council of Chief State School Officers and State Foreign Language Supervisors would also have an interest as would associations representing technical colleges and school principals. Teacher center directors would also be interested in the evaluation of teacher inservice models. NEH would also be interested because of its funding of foreign language staff development program.

E. Technology

The National Association of Learning Laboratory Directors (NALLD) would be logical consumers of research in this area as would foreign language department heads in schools and colleges (ADFL) and school administrative groups at all levels. They are involved in the selection and purchase of hardware and software. They need evidence regarding what is useful along with how and why it can help meet the needs of foreign language and LEP children.

F. FLES Programs

The National Association of Elementary School Principals would find this

research interesting to report to their constituencies as would ACTFL and the specialist language groups AATF, AATG, AATSP, etc. The National School Boards Association and the PTA groups would also be interested consumers due to recent parental pressures for FLES.

G. Texts and Materials

Book publishers' organizations would obviously be interested in research in this area. State educational agencies would consider any findings important to their state curricular and textbook adoption policies. ACTFL and state and regional associations would welcome findings in this area.

H. Notional-Functional Syllabi

The entire profession (foreign language, ESL, and bilingual groups) would welcome a new look at curricular organization. Research evidence of its effectiveness (or lack thereof) would be reported in national meetings of ACTFL, TESOL, and NABE. State departments of education would consider research findings as a possible basis for reshaping statewide curriculum guides and for designing inservice programs. Publishing groups would regard the research as a possible basis for producing texts and supplementary materials.

I. Immersion Schools

ACTFL has had a number of sessions in which such programs were described as have the regional and some state conferences. State foreign language supervisors have welcomed descriptive reports on such programs in the past in order to provide suggested adaptations in local school districts of their states.

It would appear self-evident that CAL, the ERIC system, and the National Diffusion Network would welcome all appropriate findings from the kinds of research suggested in this paper insofar as such material is consistent with their dissemination missions.

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